

Chapter Ten: IMPLEMENTATION OF THE MASTER PLAN

The Marcy-Holmes Master Plan is a long-range plan for physical, institutional, and governmental change.

The plan guides physical changes that include where development should and should not occur, new transit lines, the future function and character of Dinkytown and East Hennepin, as well as park and open space improvements. The plan can be used by the neighborhood in a reactive mode when it responds to development proposals and proactively when it takes the initiative to develop the neighborhood consistent with the plan.

Institutional and governmental changes are also needed to contend with university growth, liquor license issues, inspections policies, litter and trash problems, and school development needs.

This implementation section of the plan is not intended to describe all the implementation steps and projects that need to be developed. The major projects, responsible agencies, and funding sources are described in the following pages. This section also suggests the development of a Development Oversight Committee that must be proactive in developing projects and finding partners to implement the plan.

It will take several years to implement the plan. A great deal of money will be spent in the neighborhood by public and private sources during the next ten to fifteen years. The plan is intended to make sure that the money is spent in a wise manner consistent with the plan. The neighborhood will seek money to implement the plan and urge governmental agencies to implement projects proposed in the plan.

Oversight Committee

Implementation of the master plan will involve a number of city departments, metropolitan, and state agencies. One important component of implementation is the establishment of a **Development Oversight Committee (DOC)** that knows the master plan in detail. This committee should not bear the sole responsibility for implementation of the plan. It will deal primarily with new development and land use changes. The Marcy-Holmes Neighborhood Association and the Marcy-Holmes Neighborhood Revitalization Program will have many additional implementation responsibilities related to social programs and governmental issues that will complement the work of the DOC to form a complete implementation program.

The duties of the DOC would be as follows:

• Review Development Proposals. The DOC will have to inform the Planning Commission, Heritage Preservation Commission, and Minneapolis Community Development Agency (MCDA) that the neighborhood wants to be notified of development proposals that are in or affect the neighborhood. Thereafter, all development proposals in the neighborhood should be reviewed by the DOC for compliance with master plan policies. The DOC should then inform the neighborhood association of its comments and recommendations. The DOC and the neighborhood association must act quickly to meet the city agencies' time deadlines. Normally, zoning related matters must pass through the entire city review process in no more than 60 days from the time the application is made.

- Creation of Implementation Plans. The DOC should also develop single-year action plans. They can use the suggested list of implementation directions and actions below to develop their action plans. These action plans should have specific projects that the neighborhood wants the various government agencies to incorporate into their annual budgets. The DOC must develop its list of projects during the first quarter of each year in order to have the departments consider these projects in their budgets for the following year. The neighborhood must develop a list of contact people at each agency and contact those people individually in order to get a project incorporated into a department's annual budget.
- Advise the MCDA on Redevelopment Proposals. The plan calls for the redevelopment of certain parcels. The DOC should be the MCDA's official advisory committee if redevelopment projects are undertaken by the MCDA. The DOC would also review any land disposition actions proposed by the MCDA. Therefore, the neighborhood would be involved in the selection of prospective developers for redevelopment sites.
- Recommend Modifications to the Master Plan as needed. The DOC will have to monitor implementation and the effectiveness of the master plan. If it is found that the plan is ineffective or market conditions have changed, revisions to the objectives or policies in the plan may be needed. The DOC should conduct an annual review of the plan to determine if modifications are needed.

Staffing

The neighborhood is fortunate that it has staff people available to assist in the coordination of plan implementation activities. The neighborhood staff people could serve as implementation coordinators. The staff people should continually refer to the plan for guidance about what should be done in the neighborhood. They should maintain a checklist to monitor progress of key neighborhood initiatives.

Each year, the plan implementation coordinator should review the implementation section of the plan and prepare a list of projects or policies that will be addressed in the next year. Over time, most of the key proposals will be addressed by the neighborhood.

Partnerships

The neighborhood cannot implement the plan without the assistance of public departments and agencies, the University of Minnesota, non-profit organizations, and private developers and foundations.

The roles of the public agencies and departments and the University of Minnesota in plan implementation are stated below under the heading Department and Agency Responsibilities.

In addition, the neighborhood must develop positive relationships with major developers and landowners. Ultimately, developers will have the greatest impact on the neighborhood. The neighborhood should initiate a dialogue with developers who do business in the city. They are always looking for projects to do. They also do not enjoy conflicts with

neighborhood organizations and like to develop where they are appreciated. The neighborhood could steer developers toward sites that have been designated for redevelopment. This, hopefully, will avoid potential conflicts when developers who do not know the preferences of the neighborhood seek to do redevelopment where the neighborhood opposes it.

The neighborhood, with the assistance of the Planning Department, should compile a list of developers. A courtesy copy of the Master Plan could be sent to them along with a letter welcoming them to the neighborhood in "appropriate" locations. A follow-up meeting should be held with the developers to further explain the neighborhood's position on redevelopment locations and design and answer questions by the developer. Thereafter, periodic meetings should be held with the developer to show continued neighborhood interest in appropriate redevelopment proposals.

Positive relations with foundations are also important. The foundations can provide funds to plan for improvements or assist in redevelopment. The neighborhood should follow a similar approach with the foundations as with the developers. They need to know that the neighborhood is interested and has a strong plan to guide the wise use of foundation monies. The McKnight Foundation, Wilder Foundation, and Northwest Area foundation are three groups that provide funds for planning and implementation.

The neighborhood association can seek more guidance in building partnerships by referring to the *Development Handbook for Neighborhoods* released by the Center for Neighborhoods in June of 2003.

Neighborhood Commitment

The individuals participating in the Marcy-Holmes Neighborhood Association and NRP must be committed to the implementation of this plan. Without their support and involvement in plan implementation, progress will be slowed or made more difficult. Staff members, alone, will not be able to do all the implementation tasks. The neighborhood group will have to monitor the progress of the staff in addressing implementation objectives and give them direction and encouragement. It will often be necessary for the neighborhood volunteers to assist in implementation.

Primary Implementation Tools

Land Use Controls

The primary implementation tools to implement the master plan are related to the city's land use controls. This includes zoning and subdivision controls.

The neighborhood should use the Master Plan as the foundation for requesting the following zoning changes.

- A height overlay district that limits Dinkytown and most of the lower density areas of the neighborhood to three stories. The city's height limits are more lenient than those called for in the plan.
- A design overlay district that refers to the design guidelines called for in the plan. Currently, the City has no definitive design standards to use when reviewing the site and building plans for buildings in this neighborhood. Therefore, the neighborhood has little leverage when requesting changes in design that do not meet neighborhood preferences.
- A text change to require much higher required parking for units in the neighborhood. This could also be accomplished through an overlay district.
- Map changes to extend the boundaries of the single-family core out to the preferred boundary in the Master Plan. This can be accomplished without a formal 40-Acre Study because of recent changes to the State of Minnesota's zoning enabling statutes relating to the City of Minneapolis.

Amendments to The Minneapolis Plan.

Most of the policies in the Marcy-Holmes Master Plan are consistent with the directions established in *The Minneapolis Plan* at this point. However, if the City changes its plan or the neighborhood amends the Master Plan, a reconciliation of plan policies will have to be made to assure continued compatibility. The Master Plan is at enough detail that the neighborhood can use it when commenting on the propriety of proposed changes in The Minneapolis Plan.

Redevelopment Projects

The Master Plan calls for redevelopment in five areas:

- East Hennepin and Central Avenue triangle.
- The north side of 8th Street SE
- 9th Street Industrial Area.
- 15th Avenue.
- 2nd Street Industrial area if industrial activities vacate their current sites.

The neighborhood will have to communicate with the MCDA and appropriate City Council Members to urge them to initiate redevelopment activities in these areas. The neighborhood should urge the MCDA to adopt long-range target dates for initiation of various projects if all of them cannot be started at once. Periodic contacts need to be made to check on the progress of the neighborhood's request to undertake redevelopment. The University of Minnesota could also be a partner in the 15th Avenue redevelopment. They should be contacted and informed that the neighborhood would be supportive of the university's effort to develop campus related housing in this redevelopment area.

Capital Improvement Projects

Capital improvement projects are improvement projects undertaken by the government agencies. They include, but are not limited to, street paving and redesign projects, fire stations, libraries, parks, and community centers.

Some of the key capital projects that are called for in the plan and the primary agencies who will undertake them are:

Capital Project	Responsible Agency		
Repaying of residential streets.	Public Works		
Repaying and redesign of 15th Avenue SE	Public Works		
The Dinkytown Plaza.	Public Works and University of Minnesota		
The Whitewater Park.	Minnesota DNR, Minneapolis Park and Recreation Board		
Development of the "Missing Link" in the Main Street	Public Works, Minneapolis Park		
connection with the East River Road.	and Recreation Board and University of Minnesota		
Stop lights at 6 th Avenue and University Avenue.	Public Works		
Paving of missing sidewalks.	Public Works		
Bike trails and lanes.	Public Works		
The Dinkytown Bypass (Granary Parkway).	Public Works		
Community Center	NRP and Minneapolis Park and Recreation Board		

The City's departments develop five-year capital improvement programs. Some of the projects suggested in the plan are already programmed. Other neighborhood projects will have to compete against projects from other neighborhoods for funding. The neighborhood should present its list of projects to the various agencies and ask them to insert these projects in the City's capital program at the earliest possible date. Annual follow-up will be required to make sure that projects are moving forward on the City's priority list.

Government Services and Operations

The Master Plan calls for several operational changes by governmental agencies providing service to the neighborhood. One of the keys to implementation is the creation of a neighborhood special services district similar to what is done along the Nicollet Mall. Special service districts charge an extra fee for extra "housekeeping" types of services that are required because of the unique nature of the area. Marcy-Holmes is a unique area in terms

of the density, traffic, and activity. These unique features cause more litter. noise, overcrowding, and property maintenance issues than in other neighborhoods. The unique nature of the neighborhood will require the Inspections Department to redefine how it serves the neighborhood. The standard approach that is used in other neighborhoods does not address the problems present in Marcy-Holmes.

The Licenses Department should also evaluate the standards it uses to grant liquor licenses in Dinkytown. It may have to go so far as to put a cap on licenses if ways cannot be found to control those establishments that encourage excessive drinking through special promotions such as "all you can drink" and "two for one." These issues are admittedly difficult to address. However, the behavior resulting from excessive drinking is a strain on the livability of the neighborhood.

The neighborhood will have to convince the Public Works Department and Metro Transit to make the following changes.

- Realignment of bus route #2 to 8th Street and 15th Avenue instead of 10th Street and University Avenue.
- Development of a new bus line from the Quarry to the Cedar Riverside LRT station.

The neighborhood will have to contact the respective agencies and obtain commitments to make operational changes that the plan supports. Commitments by department heads to implement the changes are key to changing the way government does business in the neighborhood.

Department and Agency Responsibilities

Several agencies will need to accept or adopt the proposals in the Marcy-Holmes Master Plan. The responsibility of each department is set forth below.

City Council

The City Council will need to take actions that support the plan recommendations so that city agencies have the policy directions they need to implement the plan recommendations.

The City Council will have to adopt amendments to the city's comprehensive plan and zoning changes if the policies in the neighborhood plan are to be implemented.

Department of Natural Resources (DNR)

The DNR is the designated lead agency on implementation of the whitewater park along the river.

Inspections Division of Regulatory Services

The Inspections Division needs to make Marcy-Holmes one inspections district and engage in strong code enforcement including occupancy limits.

Licenses Division of Regulatory Services

The Licenses Division needs to consider licensing standards that prohibit promotions that encourage excessive drinking such as "two for one" and "happy hour" specials. The department also needs to work with the Dinkytown Business Association and neighborhood to study the need to limit the total number of liquor licenses in Dinkytown.

MCDA

The MCDA needs to provide home renovation grants in the single-family area. They also need to apply their resources to the conversion of rooming houses and spot clearance of the most substandard properties.

The MCDA must include the development of housing units as part of its strategy to create jobs in the Southeast Minneapolis Industrial Area.

Minneapolis Public Schools

The school board needs to provide continued support to the Marcy School.

The neighborhood will have to work with the Minneapolis Schools to establish community education at Marcy and for additional improvement of Marcy School.

The Minneapolis Park and Recreation Board and Minneapolis Schools will need to work together to develop a community center in conjunction with Marcy School. If another location is sought, the neighborhood will have to work with the property owner and any public agency that can provide funding for the operating costs of the building.

Minnesota Legislature

The legislature needs to give the University direction to establish a more equal dialogue with the neighborhood. The neighborhood will have to work through its legislators to gain this commitment.

MHNA

The Marcy-Holmes neighborhood must incorporate the Master Plan into its bylaws. The bylaws must establish a Development Oversight Committee (DOC) whose primary responsibility is to use the plan as an evaluation tool in reviewing development proposals. All reviews should include a statement of how a development proposal supports the plan's vision for the neighborhood. This requirement should not necessarily bind the MHNA or NRP to follow the Master Plan, but it would require them to routinely consider the plan and provide reasoning why the plan would not be followed in individual circumstances.

The neighborhood will also have to work with neighborhood landlords on housing issues outlined in the plan.

The neighborhood should also consider recruiting a student liaison to facilitate communication.

The neighborhood will also need to be an advocate for school board initiatives that support the local school system.

The neighborhood may have to seek funds to do its own preservation designation studies if the HPC staff cannot or will not do them.

NRP and MCDA

The NRP and MCDA need to develop a program to provide affordable middle-income housing in the neighborhood.

The NRP needs to support efforts to improve rental housing.

Park Board

The Minneapolis Park and Recreation Board will need to address park maintenance issues, expansion of the bike trail system, maintenance of the paths at Father Hennepin Bluffs, acquisition of the triangle for park space in front of the Lupe/Wall development at 6th Avenue and Main Street, and improvement of recreation programs in the neighborhood. The Board should also be involved in the development of a community center in the neighborhood.

<u>Planning Department, Planning Commission, and Heritage</u> Preservation Commission

The Planning Department and Planning Commission must approve the Master Plan as presented by the neighborhood or modified by the Commission. The Master Plan should become an approved sub-area plan that gives more detail to *The Minneapolis Plan*. This gives more weight and authority to the Master Plan as an evaluation and review tool. The Planning Commission should use the adopted Marcy-Holmes Master Plan as the guide when reviewing zoning or capital improvement proposals in the neighborhood for consistency with the comprehensive plan.

The Planning Department and Planning Commission will need to revise zoning district boundaries (40 Acre Study) to implement the policy of an expanded single-family neighborhood core that is predominantly owner occupied.

The Planning Department will need to modernize the parking regulations in the zoning code to recognize the high occupancy of the private dormitory type apartment buildings and the fact that the zoning code only requires one parking space for each dwelling unit when there may be five people occupying the one dwelling unit.

The Planning Department and Planning Commission will need to accept the proposed land use plan that retains the industrial area on 9th Street and several other industrial businesses including Metal Matic along 2nd Street They also are the key agencies in preserving the character of Dinkytown by adopting zoning regulations that control height and storefront design requirements that are in the plan.

The Planning Department needs to take the lead on implementing the visual appearance policies in the neighborhood. This also includes height limit districts. The plan's policies will have to be translated to zoning code regulations by the Planning Department. Most likely they will not be applied citywide. Therefore, the Planning Department will have to devise a special zoning overlay district to apply these standards. All of the new regulations and districts will have to be reviewed by the Planning Commission and approved by the City Council in order for them to have more weight than just "guidelines."

The Planning Department and Public Works Department will have to work together to make sure that the Dinkytown By-pass functions as a neighborhood street.

The Planning Department and MCDA will need to consider the neighborhood's wishes to extend the street grid to the river as it evaluates redevelopment proposals for the mills district and Metal Matic if they should ever be redeveloped.

The Heritage Preservation Commission will need to complete their designation studies in the neighborhood and undertake a study of Dinkytown. Eventual approval by the City Council will be required.

The HPC is the agency that is responsible for reviewing building permits in designated preservation districts or properties to assure compliance with guidelines.

Police and CCP/SAFE

The Police Department and CCP/SAFE need to focus and revise their services so that there is a more effective response and follow-up to complaints.

Public Works

The Minneapolis Public Works Department must play a lead role in the implementation of several projects. They will are already doing many projects and will need to accept and incorporate several more projects into their work program.

Public Works and Metro Transit will need to develop a new bus route between the Quarry and the Cedar Riverside LRT station. They also need to address the bus shelter and LRT alternatives in the plan.

Public Works is responsible for the continuation of the one-side parking program. The department also needs to work with the neighborhood in exploring the feasibility of a parking ramp on the Tech Center grounds or across 5th Street that will serve Dinkytown. Traffic calming and additional stoplights on 4th Street and University Avenue and methods to keep trucks from crossing from 8th Street to University Avenue are also the responsibility of Public Works.

They have taken the lead in designing the parkway link between E. River Road and Main Street. They also will have to secure funding and guide the project through the city's Capital Long Range Improvement Committee's (CLIC) rating and prioritizing process. Public Works will be key to implementing the proposed Dinkytown Plaza over the railroad trench. Street boulevard improvements and tree planting schemes also fall under the responsibility of Public Works. The neighborhood will have to be in regular contact with the department if these projects are to be implemented in a timely fashion.

Litter control, trash removal, and snow removal improvements are the responsibility of the Public Works Department.

The Public Works Department will be the primary department involved in implementing the Dinkytown Plaza.

Public Works will be responsible for installing a stoplight on 6th Avenue and University Avenue, completing the bike trail system in the neighborhood. Public Works will also need to take the agency lead in improved street lighting.

University of Minnesota

The University of Minnesota is also involved in the implementation of some housing policies. They need to match enrollment increases with new housing construction. An index should be negotiated that provides a certain number of new housing units for each 100 student increase in the campus enrollment. The U also has to do what it can to encourage all students to respect housing, both on and off campus.

The University of Minnesota needs to commit to staying east of 15th Avenue, except for housing that might be built between 14th and 15th Avenues and to the river side of University Avenue.

The university needs to encourage students to live up to a code of conduct in off-campus housing as well as on-campus housing.

The university will have to be sensitive to neighborhood concerns related to the development of an on-campus football stadium.

Implementation Schedule

Because there are a large number of projects proposed in the Master Plan, it will require several years to do all the projects. The schedule for phasing the projects is divided into three phases. The plan calls for the implementation of many more projects than are shown below. The schedule below is primarily directed toward major capital projects.

Near Term Projects (1-5 years)

- 1. Dinkytown Plaza.
- 2. Overlay district to control height, design standards, higher parking requirements.
- 3. Expansion of single-family core boundary.
- 4. Completion of the Main Street extension to East River Road.
- 5. East Hennepin and Central Avenue Triangle Redevelopment.
- 6. Pillsbury A Mill adaptive reuse.
- 7. 6th Avenue and University Avenue stop light.
- 8. Quarry to Cedar Riverside LRT station bus route.
- 9. Residential street paying.
- 10. Inspections Department's redistricting to put Marcy-Holmes in one inspections district.
- 11. Creation of a special services district to increase the level of neighborhood livability types of services such as litter and trash pickup, reduction of overcrowding, noise, etc.

Medium Term Projects (3-10 years)

- 1. 15th Avenue Redevelopment.
- Community center.
- 3. Whitewater Park.
- 4. 15th Avenue Boulevard and redesign.
- 5. Rerouting of bus route #2 to 8th Street and 15th Avenue.

Long Term Projects (5-20 years)

- 1. 2nd Street Industrial Area redevelopment.
- 2. 8th Street redevelopment.

Potential Funding Sources

Money will have to be obtained from a variety of sources to implement the Master Plan. Fund sources and their typical use are listed below. Additional fund sources can be found at www. unn.umn.edu/npcr/ report_new_npcr.asp

Tax Increment Financing

Tax increment financing uses the increased taxes from a new development to pay for development costs that typically include property acquisition by the developer, demolition, and additional site preparation costs such as pollution mitigation.

This fund source is typically used to help defray unusual development costs encountered by developers operating in built-up areas where buildings must be purchased and cleared prior to development. The new use must pay taxes in order to make this fund source feasible.

Each development proposal is evaluated on its own merits for financial feasibility. The typical "payback" period should not last more than 20 to 25 years. During the payback period the taxing jurisdictions receive only what was derived from the property prior to redevelopment. The increase in taxes (the tax increment) is used to pay the redevelopment costs. The MCDA administers tax increment programs. The City Council must approve all tax increment projects or districts.

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Tax Abatements

This tool is similar to tax increment financing in that the City Council and other taxing jurisdictions, such as the school district must approve its use. However, it is for a shorter duration. Also, tax abatement can not be used in Tax Increment Financing Districts. (A large portion of the neighborhood is included in Tax Increment Districts that run until 2009.)

combination of funds are intended to increase the county's tax base through the redevelopment of "brownfields" and underutilized land adjacent to major open space amenities such as parks and trails. The neighborhood does have major open space and potential trails along the river. The neighborhood should contact Hennepin Community Works officials to develop a project that could potentially take advantage of this program.

NRP Funds

The Marcy-Holmes Neighborhood Revitalization Program receives an annual allotment of funds from the citywide fund to carry out neighborhood improvement projects. Projects are selected by the neighborhood annually. This sum of money is not enough to take on major redevelopment or capital projects but could be combined with other fund sources to make projects feasible.

Empowerment Zone

Marcy-Holmes is adjacent to one of the City's empowerment zones. It may be possible to extend the boundary of the zone so that the 9th Street area or the Central, East Hennepin triangle would be eligible for funding and tax advantages in the zone.

Hennepin Community Works

This program is administered by Hennepin County. It combines a number of funding sources to accomplish its objectives. The primary fund source is the Hennepin County Environmental Response Fund. The

University of Minnesota/State Legislature

The University of Minnesota and State Legislature could be tapped as a potential funding resource to redevelop the corridor between 14th and 15th Avenues for new campus related housing to accommodate any growth in student enrollment on the Twin Cities campus. The new housing might conveniently house men and women who participate in athletic programs headquartered in the Bierman complex immediately across 15th Avenue. There is also a benefit to the university of improving the appearance of this major northern gateway to the University of Minnesota.

The University of Minnesota could also benefit from the development of the Dinkytown Plaza that would link the campus with Dinkytown. The plaza could be a major civic and campus gathering spot. Therefore, the university and the State Legislature should be asked to be partners with the City of Minneapolis in developing this major new open space.

State of Minnesota – Department of Natural Resources

The Department of Natural Resources is already involved in the planning for the Whitewater Park located generally below the I-35W bridge. It is the lead agency in coordinating planning and capital fund procurement. Gas tax funds paid by boat operators will be a primary source of funding for this major improvement.

DNR grants from Environmental Partnership/Conservation Partners are available for restoration and education. There are also Natural and Scenic Area grants for park acquisition (not for regional parks).

City of Minneapolis Operating Budget

Many improvements proposed in the plan call for changes in operations. In theory, these changes don't cost anything. They only involve a change in procedures or reallocation of resources. This fund source, however, is extremely tight given the demands in other parts of the city and decreases in Local Government Aid transferred to the city by the State Legislature.

City of Minneapolis Capital Improvement Bonds

Each year the city sells several million dollars in capital improvement general obligation bonds to fund physical improvement projects. The city develops a five-year capital improvement program. Projects usually move up the list from one year to the next until they are funded. Projects are prioritized by the Capital Long-Range Improvement Committee (CLIC). The neighborhood must

first get city departments to include Marcy-Holmes projects as part of their five-year plans. The neighborhood must then assist the departments in convincing CLIC members that the neighborhood's projects are a priority compared to other competing projects.

MCDA

Even though most funds for neighborhood revitalization comes through NRP, the MCDA should still be consulted. They offer a variety of programs for reinvestment in the city in addition to NRP funding.

Metropolitan Council

Metropolitan Livable Communities Grants

This program is administered by the Metropolitan Council. The money comes from the State Legislature. There are not huge sums of money available, but the funding can mean the difference between projects being financially feasible or not. A Metropolitan Council committee evaluates and ranks projects in competition with other projects for funds. Most communities, including Minneapolis, are eligible to submit projects. Several Minneapolis projects have been funded. The Planning Department should be contacted about the steps needed to prepare an application.

The Metropolitan Council also provides some funding for regional park acquisition

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Federal Funds

The Land and Water Conservation Fund could be tapped for park creation.

Transportation funding is available directly from Congress or through grants from the Metropolitan Council (TEA 21 is current name). Check with Public Works in Minneapolis for access to this fund.

Federal Environmental Protection Agency funds are available to address brownfield pollution.

Nonprofit Partners

The nonprofits can assist in the implementation of housing and community planning objectives. The neighborhood should explore partnerships with the Design Center for American Urban Landscape at the U of M, churches, The Trust for Public Land (land conservation), and the Tree Trust.